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Strengthened and unified security management system for the United Nations*

Report of the Secretary-General

Summary

The present report has been prepared pursuant to section XI, paragraph 57, of General Assembly resolution 59/276, in which the Assembly requested the Secretary-General to report to the Assembly at its sixtieth session on the implementation of that resolution. The report outlines the progress achieved in establishing a strengthened and unified security management system for the United Nations, both in the field and at Headquarters, as proposed in the report of the Secretary-General (A/59/365 and Add.1) and approved by the Assembly. A number of related matters called for by the Assembly in section XI of its resolution 59/276 are also highlighted in the present report. The Assembly may wish to take note of the progress achieved in implementation of the resolution, which is reported in the present document.

* The present report has been prepared following completion of the respective consultations within the Secretariat.

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I. Introduction

1. The present report is submitted in compliance with the request of the General Assembly contained in section XI of its resolution 59/276. By that resolution, the Assembly decided to establish a Department of Safety and Security so as to provide a strengthened and unified security management system for the United Nations in order to ensure the safety and security of United Nations staff, operations and premises at United Nations Headquarters and other main duty stations, as well as in the field.

2. While emphasizing in that resolution that the primary responsibility for ensuring the safety and security of United Nations staff and premises rests with the host country, the General Assembly authorized an additional appropriation under the regular budget for the biennium 2004-2005 of $53,633,300 so as to reinforce security operations in all locations and to establish a unified capacity for policy, standards, coordination, communication, compliance and threat and risk assessment. Resolution 59/276, section XI, has also brought the security management components of the former Office of the United Nations Security Coordinator (UNSECOORD), the Safety and Security Service at Headquarters as well as such services at offices away from Headquarters, and the civilian security component of the Department of Peacekeeping Operations into a single security management framework.

II. Establishment of the Department of Safety and Security

3. Immediate action to establish the Department of Safety and Security was taken by the appointment on 13 January 2005 of the Under-Secretary-General for Safety and Security, as well as the designation of officers-in-charge for the Division of Safety and Security Services and for the Division of Regional Operations. On taking up his appointment on 28 February 2005, the Under-Secretary-General embarked on a vigorous programme of consultation, familiarization and implementation planning. This included participation at the annual meeting of the Inter-agency Security Management Network (IASMN); discussions on a broad range of security-related issues with the Under-Secretary-General for Peacekeeping Operations as well as with the executive heads of United Nations agencies, programmes and funds; participation in the Department of Peacekeeping Operations meeting of heads of peacekeeping missions; and visits to offices away from Headquarters in both Europe and the Middle East as well as to several field locations of immediate operational concern.

4. The implementation of resolution 59/276, both at Headquarters and in the field, depends to a large extent on the procedural requirements of recruitment. Significant lead times are also involved in arranging additional accommodation in New York for the central staff of the Department. Job descriptions, classification and vacancy announcements for Professional and General Service posts were completed by 1 May 2005. As of 15 August 2005, the Department has, with support from the Office of Human Resource Management and assistance from United Nations agencies, programmes and funds, been able to screen over 6,000 applications and to complete over 150 interviews for Headquarters posts at the P-3, P-4 and P-5 levels. The screening of applications and interviews at the D-2 level have also been completed. The selection of permanent staff will commence on

receipt of the recommendations of the Central Review Board. Efforts are now concentrated on screening, interviewing and selecting candidates for the Department of Safety and Security field posts, followed by the review of applications for the remaining P-2 and P-3 posts at Headquarters. It is intended that appointments for all new posts at Headquarters and in the field will have been made by 1 December 2005. Meanwhile, sufficient space for additional offices and support facilities for the Department at Headquarters has been arranged by the Department of Management.

5. The establishment of the Department of Safety and Security entails the elaboration of new security and safety perspectives, policies, procedures and techniques. In that regard, the Under-Secretary-General, following extensive consultations, has enunciated a number of key themes to govern the way ahead. These include: maximum reliance in safety and security on host Governments; a sharpened primary focus on operational effectiveness at the field level; the vigorous system-wide integration of existing United Nations security capacities; and a fundamental review of technical security policies, procedures and practices so as to ensure their effectiveness and efficiency in view of the threats and risks that the United Nations continues or is likely to face.

A. Office of the Under-Secretary-General for Safety and Security

6. Pending completion of the ongoing recruitment process with respect to his immediate support staff, the Under-Secretary-General has been supported by a deputy and two professional assistants under temporary arrangements. In addition to the full Office of the Under-Secretary-General and the Office of the Deputy to the Under-Secretary-General, the Compliance, Evaluation and Monitoring Unit and the Policy, Planning and Coordination Unit, with the functions as detailed in paragraphs 51 and 52 of the report of the Secretary-General (A/59/365 and Add.1), are in the stage of formation as staff members are recruited. In the interim, the Office has been able, with its limited staff, to complete an inventory and initial assessment of written civilian security policies and procedures issued to field security officials by both the Department of Peacekeeping Operations and the former UNSECOORD.

7. The immediate office of the Under-Secretary-General consists of a Deputy (D-2), one Special Assistant (P-5), one Programme Assistant (P-3), one senior General Service staff member and three other General Service staff members. In view of the overall system-wide coordination needs, the required extensive travel by the Under-Secretary-General to critical areas in the field and the inherent seven-day-a-week nature of the function, a Deputy to the Under-Secretary-General, currently authorized at the D-2 level, continues to be essential. Considerable work is also involved in comprehensively reviewing and modifying the entire United Nations civilian security management system. The adequacy of the present level of the post of Deputy, as well as of other immediate support within the Office of the Under-Secretary-General, will be reviewed at the end of the current biennium and reported to the General Assembly, as necessary.

B. Division of Safety and Security Services

8. The Division of Safety and Security Services, which unifies the separate safety and security structures at Headquarters in New York and at the offices away from Headquarters, became operational in April 2005 with skeleton staffing reassigned from other organizational units of the Department of Safety and Security. Of the 383 additional posts authorized by the General Assembly for uniformed officers, 116 security officers were recruited by May 2005, with another 149 officers deployed in September and the majority of the remaining security officers to be recruited by the end of the year.

9. An updated review of security arrangements at all offices away from Headquarters is about to commence. This review, which will take into full account local conditions and the extent to which United Nations security requirements can be met by host countries, will address Minimum Operating Security Standards, physical security and safety devices and procedures, and the prioritization of remedial measures and upgrades.

10. The General Assembly, in section XI, paragraph 25, of its resolution 59/276, decided to establish the post of the head of the Division of Safety and Security Services at the D-2 level and to review the post in the context of the present report. In view of the workloads and expertise involved in developing, inculcating and maintaining up-to-date operational and professional development concepts and approaches on a global scale, and taking into account the inherent geographic dispersion of the safety and security function, a senior manager at the D-2 level is essential to ensure the highest technical standards of performance across all the United Nations security and safety services in Addis Ababa, Bangkok, Beirut, Geneva, Nairobi, New York, Santiago and Vienna. The head of the Division also provides a professional head for the United Nations uniformed security service personnel.

11. The Department of Safety and Security has reviewed the current United Nations close protection practices and procedures in the light of growing demands. As a result, the Department has organized additional training for selected staff members. The establishment of the Protection Coordination Unit, with responsibilities as outlined in paragraph 59 of the report of the Secretary-General (ibid.), has further enhanced effectiveness and efficiency in this core area of service delivery. In the last quarter of 2005, the Department intends to explore further technical enhancements in United Nations personal protection, including options for obtaining short-notice assistance on a roster basis.

12. With regard to the security and safety services at Headquarters, recruitment of the additional three Professional staff will enhance the security control centre and strengthen expertise and standards in the areas of facilities and personnel threat and risk assessment, emergency response and crisis management, investigations, VIP protection, surveillance detection, internal posting and patrols, and fire and safety.

13. The components of the Department of Safety and Security security and safety services in all main locations of the Organization have responded well to the challenges of increased integration and have contributed significantly to recent short-notice operational requirements, as demonstrated by the rapid deployment of uniformed personnel to provide safety and security protection at short notice to the Independent International Investigation Commission in Lebanon.

C. Division of Regional Operations

14. The Division of Regional Operations subsumes the four regional desks of the former UNSECOORD. Its full implementation entails therefore primarily the establishment of the Director's office and of a 24-hour communications centre; the establishment of the Peacekeeping Operations Support Section to be collocated with the Department of Peacekeeping Operations; and the establishment of a Middle East regional desk through separation from the former Asia, Pacific and Middle East Section. Pending recruitment of the full Department of Safety and Security complement and in the light of the intense pace of ongoing operations, heavy additional commitments to recruitment interviews and continued interim responsibilities for policy, compliance, and training, the Division has been augmented with a number of temporary personnel without whom the Department as a whole would not have been able to function during the transition phase. This augmentation has enabled the Department to devote sustained and focused attention to pressing security needs in a number of areas. As recruitment proceeds, it is anticipated that the Division will be staffed largely by a core personnel by 1 January 2006. The orderly divestiture of policy, training and compliance responsibilities will then follow in parallel with an enhanced focus on the Division's responsibilities, as outlined in paragraphs 53 and 54 of the report of the Secretary-General (ibid.).

D. Field security operations

15. Strong, close-at-hand technical support to designated officials and security management teams is a key to strengthening security in the field. The earliest possible recruitment and deployment of the additional field security officers authorized by the General Assembly in section XI of its resolution 59/276, which constitutes an effective doubling of the Department of Safety and Security field strength, is an urgent operational requirement. In that regard, and in the light of the heavy simultaneous demands of headquarters recruitment, the Department has engaged the services of the United Nations Office of Project Services in developing a roster of 250 candidates for field security positions at the P-3 and P-4 levels. This project, to be concluded by the end of the year, will meet immediate expansion requirements and provide an initial pool for replacements. Concurrently, the Department is recruiting for the P-5 posts of Country Security Advisers newly established in the field. The Department of Peacekeeping Operations and United Nations agencies, programmes and funds, as core stakeholders, are involved in this process. Recruitment for the 140 new locally recruited posts in the field will take place, upon appointment of the additional field security officers, in accordance with established procedures.

E. Executive Office

16. The establishment of the Executive Office was initiated on 1 January 2005 with the appointment of an officer-in-charge. An executive officer has been appointed and reported for duty on 1 October 2005. Four posts with their incumbents for the new office were to be reallocated from the Headquarters Safety and Security Service. However, this can be implemented only after reorganization of essential ongoing functions within the Service.

17. The Department of Safety and Security operates its own website as an essential tool for keeping designated officials, United Nations agencies, programmes and funds, and staff at large up to date on security matters. The website is also used to deliver distance learning. Hard-learned lessons from the tragic events in Baghdad of 19 August 2003, as well as security incidents in other locations, have also brought to the fore the urgent requirements for both an automated travel clearance system for staff members and for the final development and deployment of the "security incident reporting system" referred to in the annual reports of the Secretary-General on the safety and security of humanitarian personnel and protection of United Nations personnel. Support to these complex specialized information systems will be provided by the Executive Office, given the fact that they fall outside the scope of the Information Technology Services Division of the Office of Central Support Services. The capacity of the Executive Office of the Department of Safety and Security to accommodate the foregoing requirements, taking into account currently authorized posts and functions, will be more fully examined once it is established. In the meantime, the Executive Office of the Department of Management continues to provide some functional support to the Department of Safety and Security. The United Nations Development Programme, through a bilateral agreement with the Secretariat, also continues to recruit and administer field security officers and to support them at over 100 locations in the field. In additibn, the Department of Safety and Security and the Department of Peacekeeping Operations are cooperating in the development of arrangements for the selection and recruitment of candidates to security positions in Department of Peacekeeping Operations-led or supported field missions against uniform professional standards and qualifications and, to the extent feasible, under harmonized conditions of service. In this regard, measures are under way to develop appropriate financial and personnel recruitment and management systems and procedures for integrated security management structures within a given peacekeeping operation.

F. Field Support Service

18. The Chief of the Field Support Service, under the general supervision of the Deputy to the Under-Secretary-General, will arrange, either directly or through coordination within the Secretariat as well as with United Nations agencies, programmes and funds, support to designated officials and security management teams. The chief of the Field Support Service will directly manage and supervise the work of the Training and Standardization Section and of the Critical Incident Stress Management Unit. The Service will also undertake, through coordination and consultation with those concerned, major initiatives and projects to enhance security in the field. These include contingency planning for dealing with mass casualties and the development and fielding of the "security incident reporting system" and the "integrated security and staff tracking system". Finally, the Service will develop and direct a communications strategy for the Department to ensure widespread dissemination of security information, knowledge and awareness in the field.

19. The Training and Standardization Section will carry out the tasks outlined in paragraph 58 of the report of the Secretary-General (ibid.). In the interim, pending the recruitment of permanent staff, desk officers from the Division of Regional Operations have continued to carry out a number of security training missions in

support of the Department of Peacekeeping Operations and other stakeholders, to conduct orientation and induction training for new field security officers and to assist in training security management teams at the country level. With a view to facilitating and focusing the work of the new Section, an inventory of all security training activities carried out within the Department of Safety and Security as well as by the Department of Peacekeeping Operations and United Nations agencies, programmes and funds has been completed. An informal client stakeholder satisfaction survey was initiated, with a view to identifying duplications and operational shortcomings. A global training development and delivery project is under way with the aims of reviewing the situation in more depth over the next six months and developing a strategic approach. The existing training capacity at Headquarters and at offices away from Headquarters is also under examination.

20. The Chief of the Critical Incident Stress Management Unit has been appointed, and action is under way to recruit one additional counsellor. In order to ensure a fully unified approach to stress counselling and to avoid duplication, IASMN has established a working group to act as a system-wide governing and coordinating body and to formulate unified policies and standards on critical incident stress management issues.

III. Security relationship between the Department of Peacekeeping Operations and the Department of Safety and Security

21. In section XI, paragraph 40, of its resolution 59/276, the General Assembly requested the Secretary-General to provide information on strengthening the cooperation between the Department of Safety and Security and the Department of Peacekeeping Operations with respect to security decisions that may affect the conduct of peacekeeping operations in the framework of a unified security management system led by the Department of Safety and Security. The integration of Department of Peacekeeping Operations civilian field personnel into a unified security management system is defined by a unique relationship of mutual support. Clarity in the accountability framework, the decentralization of operational decision-making to the field level and close relations between the Department of Safety and Security and the Department of Peacekeeping Operations at the Headquarters level, including appropriate consultation with regard to decision-making, are the cornerstones of the new arrangements. The practical aspects of concerted Department of Safety and Security-Department of Peacekeeping Operations action with respect to security management arrangements for civilian personnel in the field are concentrated in the key areas of security policies and standards, information-sharing and risk assessment, operations, education (including training), and resources management (including planning, financing and personnel and equipment management).

22. In the field, there is to be one designated official for all United Nations civilian personnel, supported by one country security adviser. As set out in paragraphs 38 to 40 of the report of the Secretary-General (ibid.), heads of peacekeeping missions and special political missions supported by the Department of Peacekeeping Operations have therefore been appointed as designated officials wherever appropriate. In this manner, all United Nations civilian personnel in the

country concerned, whether employed by the Secretariat or by United Nations agencies, programmes or funds, are under the authority of a single senior official.

23. In Afghanistan, Iraq and the Sudan, the Department of Peacekeeping Operations and the Department of Safety and Security have formed integrated security management structures so as to incorporate all United Nations civilian personnel into a single protection system, under one designated official and with one country security adviser and security management team, which is calibrated to circumstances on the ground. A sequence of work has been identified for establishing integrated management structures in other countries, beginning with Haiti, the Democratic Republic of the Congo and Côte d'Ivoire, where civilian personnel of the Department of Peacekeeping Operations are deployed alongside other colleagues from within the United Nations system. Integrated security management structures also benefit from the military information and protection capabilities inherent in any armed elements that may form part of the mission; and the military, civilian police, and civil affairs components of the mission are fully integrated into the risk management process.

24. At Headquarters, the Under-Secretaries-General for Peacekeeping Operations and for Safety and Security have formed a standing committee on security to facilitate dialogue and decisions on matters of mutual concern, such as the appointment of designated officials in peacekeeping missions and the further implementation of civilian security management in the field. A detailed procedure has also been formulated as to how the Department of Peacekeeping Operations would be supported through the establishment of the Peacekeeping Operations Support Section within the Division of Regional Operations, as proposed in the report of the Secretary-General (ibid.), which will be collocated with the Department of Peacekeeping Operations. The Section, in consultation and coordination with the management and staff of the Department of Peacekeeping Operations, will coordinate day-to-day Department of Peacekeeping Operations security issues with the relevant operational units of the Department of Safety and Security and maintain technical lines of communication with the Department of Peacekeeping Operations-led field missions. It will contribute to the implementation of civilian safety and security policies, directives, guidance and requirements involving the Department of Peacekeeping Operations, participate in integrated mission planning groups of the Department of Peacekeeping Operations, assist the Department of Peacekeeping Operations and its field missions in the preparation of security risk assessments and provide oversight and assistance in the development and maintenance of field mission security plans and procedures, including crisis response. In coordination with the Department of Safety and Security Training and Standardization Section and the Department of Peacekeeping Operations Executive Office and the Civilian Training Section, the Peacekeeping Operations Support Section will provide security and safety training and education to Department of Peacekeeping Operations personnel and its missions, and input to the development of Department of Safety and Security programmes that support the Department of Peacekeeping Operations in the field. Finally, the Section will make recommendations on the allocation of security equipment and on the recruitment and assignment of security personnel to missions, coordinate personal protection to support Department of Peacekeeping Operations activities and coordinate the sending of compliance missions from the Department of Safety and Security to the peacekeeping and special political missions.

IV. Security issues

A. Responsibility of host countries

25. In section XI, paragraph 3, of its resolution 59/276, the General Assembly emphasized that the primary responsibility for ensuring the safety and security of United Nations staff and premises rests with the host country. It also referred to the role of the relevant host country agreements in defining this responsibility. Information on host country agreements, as requested under section XI, paragraph 27, of the resolution, is included in the report of the Secretary-General on the safety and security of humanitarian personnel and protection of United Nations personnel (A/60/223) submitted to the Assembly at its current session. In that connection, an inventory of all existing host country agreements relating to United Nations Headquarters and offices away from Headquarters have been made by the Department of Safety and Security in consultation with the Office of Legal Affairs. A detailed examination of the agreements is currently in process with a view to determining whether they adequately reflect the responsibility of the relevant host Government and the United Nations. The updating and revising of the agreements may then be initiated, as appropriate. The possibility of another form of agreement defining security arrangements, such as a memorandum of understanding, which would stand alongside the country agreement, is also being explored. This review is a lengthy undertaking that will take several years to complete. The Assembly will be provided with progress reports on the status of the review.

B. Emergency response, information technology, disaster recovery and business continuity

26. By section XI, paragraph 47, of its resolution 59/276, the General Assembly requested the Secretary-General to submit to the Assembly at its sixtieth session the results of a technical study on information and communication technology security, business continuity and disaster recovery, with detailed costing and a timetable. The measures under consideration are intended to increase readiness to respond to an emergency at all headquarters duty stations including New York, Geneva, Vienna, Nairobi, the regional commissions, the United Nations Logistics Base at Brindisi, all peacekeeping and special political missions, the International Court of Justice and the International Tribunals for Rwanda and the former Yugoslavia. The study and related proposals for implementation of the recommendations will be submitted to the Assembly at its current session under a separate report.

C. Status of Office of Internal Oversight Services recommendations

27. By section XI, paragraph 10, of its resolution 59/276, the General Assembly requested the Secretary-General to report on the implementation of recommendations contained in the report of the Office of Internal Oversight Services (OIOS) (see A/59/396). With regard to recommendation 1, the Safety and Security Section at the United Nations Office at Geneva (UNOG) submitted an updated security strategy and final plan to the security project management team in April 2005, prior to its finalization and submission for approval by the Department of Safety and Security. Specific plans for each individual project are under

elaboration based on the overall security concept already adopted. Responsibility to devise a strategy for anticipating security needs and addressing them in a timely manner, referred to in recommendation 2 in the OIOS report, was taken over from the Office of Central Support Services by the Department of Safety and Security. The Department will report on this issue to the Assembly at its sixty-first session.

28. With regard to the unspent funds referred to in recommendation 3, the Secretary-General considers the recommendation to be inconsistent with the arrangements established by the General Assembly for administering the multi-year accounts. In its resolution 56/286, the General Assembly endorsed the recommendation of the Advisory Committee on Administrative and Budgetary Questions that security-related infrastructure projects be financed through a specific account similar to the construction-in-progress account which is of a multi-year nature.[1] Based on that decision, a sub-account within the construction-in-progress account was established to administer the related funds. Under those arrangements, the regular budget appropriations for the security-related projects were allotted and the related funds transferred for utilization to the construction-in-progress account. That transfer has been recorded in the books of the Organization as expenditure incurred under the regular budget. Under the terms of the construction-in-progress account, the unspent provisions at the end of the financial period remain in the account and are used for their purpose in the subsequent financial periods, as is the case with the unspent $4.8 million provision relating to the projects deferred to the capital master plan.

29. In connection with recommendation 4 of OIOS, any additional investment connected to switching from analogue to digital video network technology will be reviewed by the project access control team.

30. OIOS also recommended that the UNOG Division of Administration should revitalize its steering committee to oversee the implementation of security projects. In this regard, several meetings were held by the steering committee in 2004 and 2005 and the committee provided the necessary direction and guidance for the implementation and execution of security projects (recommendation 8). In parallel, other organizational measures have been taken to support the decision-making process, including the establishment of a project management team, headed by the Chief, Central Support Services, to focus on project coordination, the elaboration of plans, the distribution of funds and functional procedures and reporting lines. The UNOG Division of Administration also organized a specific project management workshop for the team in November 2004. A two-day follow-up workshop took place in April 2005 to review subsequent progress.

31. In connection with recommendation 9 of OIOS, the General Assembly has approved the post of Project Coordinator at the P-4 level, which continues to biennium 2006-2007. The project coordinator will assist the Director of the UNOG Division of Administration to manage implementation of all security projects in Geneva.

32. In response to recommendation 10, the UNOG Division of Administration has finalized a survey of the local construction industry, which has determined the construction fees for the UNOG security projects to be competitive.

D. Standardized access control

33. As regards the access control project, in line with the provisions of General Assembly resolution 59/294, a project access control team has been set up. The team will undertake a review of the project in line with the proposal contained in the report of the Secretary-General on a strengthened and unified security management system for the United Nations: access control system (see A/59/776). The team will coordinate the implementation of a standardized access control system in close consultation with the Office of Central Support Services. A progress report will be submitted to the Assembly at its resumed sixtieth session.

E. Safety

34. Safety is a vital aspect of the Department of Safety and Security mandate. It makes little sense to invest enormously in security against direct attack or falling victim to crime or the collateral effects of armed conflict only to lose staff members owing to fires, poor workplace practices, or aircraft and road traffic accidents. The role of the Department of Safety and Security, in that regard, will be to ensure that the appropriate safety programmes, based on United Nations experience and operational needs, are in place and effectively discharged by the best qualified safety personnel. In close consultation with all concerned, the Department of Safety and Security has initiated a review of the existing safety programmes and those that might be required across the United Nations system in several specific areas, such as workplace and occupational safety, aviation, surface transport, or the transport and storage of hazardous materials. The results of the review will be reported to the General Assembly, as appropriate.

F. Accountability framework

35. As required by section XI, paragraphs 13 and 14, of its resolution 59/276, the United Nations security management accountability framework was extensively reviewed and updated by IASMN at its annual meeting, held in April 2005, so as to integrate security staff into the unified security management structure at the country level and to clarify the authority of the designated official over such staff. Care was taken to ensure that the role of each responsible actor was reviewed and specified and that all lines of authority lead ultimately to the Under-Secretary-General of Safety and Security, who would continue, on behalf of the Secretary-General, to exercise control over all security matters pertaining to United Nations civilian personnel. The revised accountability framework will now be submitted to the High-level Committee for Management and then to the United Nations Chief Executives Board for Coordination (CEB) for their review. On completion of this process, the revised accountability framework will be reported to the General Assembly.

36. By section XI, paragraph 15, of its resolution 59/276, the General Assembly also requested the Secretary-General to apply available measures for disciplinary action to be taken at all levels in all departments for non-compliance with security standards, norms and procedures, and to report thereon at the sixtieth session. This matter was discussed extensively at the annual meeting of IASMN, which recalled the existing disciplinary provisions provided for in the staff regulations and rules for

each organization. Further discussion is expected on this matter in the High-level Committee for Management and CEB.

G. New profile for security professionals

37. Given its responsibilities, worldwide deployment, field operational focus and complex array of services, the Department of Safety and Security must ensure that Professional, Security, Field Security and General Service staff are capable of performing core tasks and making sound decisions within a system-wide constellation of up-to-date and effective standards. It will also be necessary, albeit difficult and costly, to harmonize contractual arrangements so as to instil esprit de corps and to promote both career development and equity. In order to identify the issues involved, a review process has been initiated by the Department of Safety and Security in consultation with the Office of Human Resources Management, the Office of Programme Planning, Budget and Accounts, the Department of Peacekeeping Operations and the United Nations Joint Staff Pension Fund. The Staff Union in New York, as well as the Coordinating Committee for International Staff Unions and Associations, and the Federation of International Civil Servants' Associations, are also involved in this review. The International Civil Service Commission will be consulted as to the feasibility of any proposals that may be developed.

38. Considerable additional research is required into a number of complex issues in order to prepare proposals for consideration by the General Assembly. These include a rigorous performance-based investigation of the skills, knowledge and attitudes required from security staff at Headquarters and offices away from Headquarters and in the field, and analysis of the best means of recruitment, reassignment and training and the consequent development of the requisite terms and conditions of service, including compensation, to promote good performance and the desired retention rate.

39. In preparing human resource management policies for the unified Department, a number of special issues require further analysis. These include an early retirement policy patterned on industry standards, a review of salaries, which for uniformed security personnel are currently based on prevailing local rates, a mobility policy reflective of that outlined in the Secretary-General's reform programme, an attractive and effective career development model, unified firearms standards for uniformed personnel and a comprehensive physical fitness policy. Notwithstanding economies of scale arising out of the integration of security services within the Department of Safety and Security, considerable additional expenditures are likely to arise from enhanced essential training standards as well as recruitment, early retirement and mobility policies. The Department of Safety and Security, in consultation with the Office of Human Resources Management and the Office of Programme Planning, Budget and Accounts, intends to carry out further research with a view to recommending a human resource change management plan that will result in a single, well-trained, well-supported and productive security cadre. The General Assembly will be apprised of the progress of these reviews, as appropriate. In the interim, while advantage will be taken of immediate opportunities, such as assignments and exchanges, there is no option other than to continue under current terms and conditions of service.

V. Malicious acts insurance and resource management

40. In section XI, paragraph 43, of its resolution 59/276, the General Assembly requested the Secretary-General, as Chairman of CEB, to address, in the context of the Board, the fact that some staff in the United Nations system who are working in the field are not covered by the malicious acts insurance policy or a comparable scheme, and to report thereon to the Assembly at its sixtieth session. In paragraph 55, the Assembly also requested a clearer presentation of security spending by each organization of the United Nations system. These matters will be addressed in a separate report to be submitted to the Assembly at its current session, given the system-wide nature of the issues concerned.

41. Proposals for financing more robust security management structures for special situations were outlined in paragraphs 42 and 43 of the report of the Secretary-General (A/59/365). Since the adoption of resolution 59/276, the Department of Political Affairs, the Department of Peacekeeping Operations, and the Department of Safety and Security have worked closely together to ensure the inclusion of integrated security management structures, fully tailored to the situation on the ground, in the mission budgets of the United Nations Assistance Mission for Iraq, the United Nations Assistance Mission in Afghanistan, the United Nations Mission in the Sudan and the International Independent Investigation Commission in Lebanon. As there is no peacekeeping or special political mission deployed to Indonesia or Sri Lanka, the Department of Safety and Security resorted to the provision for "extraordinary and unforeseen" expenditures in order to finance the deployment of additional field security officers to support the United Nations humanitarian response to the tsunami natural disaster that occurred on 26 December 2004. While these financing mechanisms have enabled recruitment of security officers and procurement of equipment to begin without the former delays and uncertainties of seeking supplementary donor funding, work remains to be done in establishing standby rosters of security personnel. The Department of Safety and Security also intends to explore with the Department of Peacekeeping Operations the possibility of recourse to operating stocks of vehicles and communications held at the United Nations Logistics Base at Brindisi, on a reimbursable basis, in order to shorten equipment procurement lead times in responding to humanitarian or other security-related emergencies.

42. The arrangements under section XI of resolution 59/276 have allowed the Department of Safety and Security to deploy more rapidly the appropriate range of enhanced field security management structures to respond to emergency programmes or heightened risks. It must, however, be kept in mind that United Nations agencies, programmes and funds remain fully reliant on donor funding for all security requirements, including the vehicles, communications and other supplies and equipment stipulated by the Minimum Operating Security Standards. For this reason, the Department will continue to work closely with all concerned, including the Office for the Coordination of Humanitarian Affairs, to ensure that the emergency response security requirements of United Nations agencies, programmes and funds are included in consolidated inter-agency and flash appeals.

43. By section XI, paragraph 9, of its resolution 59/276, the General Assembly requested the Secretary-General to ensure that, in the implementation of Assembly resolutions 58/295 and 59/276, funds appropriated for security-strengthening projects are managed and disbursed with great oversight, efficiency and

effectiveness and in a timely manner. A progress report on implementation of the security-strengthening projects will be submitted to the Assembly at its current session in the context of the second performance report for the biennium 2004-2005.

VI. Conclusions and recommendations

44. **The establishment of the Department of Safety and Security to answer the call for a strengthened security management system, as embodied in section XI of General Assembly resolution 59/276, would not have been possible without the strong support of Member States and the full cooperation of United Nations agencies, programmes and funds. The Secretary-General wishes to express his appreciation for this much-needed stride towards increased safety and security for personnel throughout all United Nations organizations. This advance reflects the clear affirmation of security as a universal operational priority, as well as the firm commitment of the Organization to the continued enhancement of security understanding, awareness and capacity across the United Nations system.**

45. **The primary responsibility for security of all United Nations personnel rests with the host Governments. To that end, the United Nations will work closely with host Governments on ensuring the safety and security of United Nations personnel. Where host Governments are less able to meet these demands, the United Nations will take additional steps to ensure that mandated activities continue without compromising the safety and security of the staff members concerned.**

46. **Since the adoption of resolution 59/276, a continual high volume of daily business, including new United Nations deployments and pressing issues and requirements in several volatile locations worldwide, has drawn heavily on the resources of the newly created Department of Safety and Security. The considerable progress achieved to date reflects the commitment and dedication of all concerned. Considerable visible progress has already been achieved in developing an integrated system-wide security management system that ensures consistency, efficiency and effectiveness in safeguarding our staff so that they can continue their vital tasks worldwide.**

47. **The General Assembly may wish to take note of the present report.**

Notes

[1] See *Official Records of the General Assembly, Fifty-sixth Session, Supplement No. 7A* (A/56/7/Add.1-11).

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Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

Report of the Secretary-General

Summary

The present report is submitted in the context of the action taken by the Security Council in its resolution 1599 (2005) of 28 April 2005, by which the Council decided to establish the United Nations Office in Timor-Leste (UNOTIL), which would remain in Timor-Leste until 20 May 2006, as a follow-on mission to the United Nations Mission of Support in East Timor (UNMISET).

The report contains the proposed resource requirements for UNOTIL for the period from 21 May to 31 December 2005, estimated at $22,027,700 (23,890,200 gross). Requirements for the period beyond December 2005 will be presented in a consolidated report containing the budget proposals for all special political missions at the first part of the sixtieth session of the General Assembly.

The ongoing operation of UNOTIL is being funded partly through the utilization of savings realized under the United Nations Advance Mission in the Sudan (UNAMIS) and partly through the use of commitments granted by the Advisory Committee on Administrative and Budgetary Questions under the terms of General Assembly resolution 58/273 of 23 December 2003. The total requirements being sought in the present report under the procedures provided for in paragraph 11 of annex I to resolution 41/213, after taking into account the utilization of savings of $6,301,700 under UNAMIS, amount to $15,726,000 net ($17,588,500 gross).

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I. Introduction

1. The purpose of the present report is to seek funding for the United Nations Office in Timor-Leste (UNOTIL), which was established as a follow-on mission to the United Nations Mission of Support in East Timor (UNMISET) pursuant to Security Council resolution 1599 (2005) of 28 April 2005.

2. The report contains the proposed resource requirements for UNOTIL for the period from 21 May to 31 December 2005, which amount to $22,027,700 ($23,890,200 gross). Requirements for UNOTIL for the initial period from 21 May to 30 September 2005 are being met through the utilization of savings of $6,301,700 under the United Nations Advance Mission in the Sudan (UNAMIS) and partly through the commitment authority of up to $6,399,300 granted by the Advisory Committee on Administrative and Budgetary Questions under the terms of General Assembly resolution 58/273 of 23 December 2003. The additional appropriations being sought in the present report under the procedures provided for in paragraph 11 of annex I to resolution 41/213, after taking into account the savings of $6,301,700 under UNAMIS, amount to $15,726,000 ($17,588,500).

3. Although the current mandate of UNOTIL remains valid until 20 May 2006, consistent with the practice followed in presenting the budgets of special political missions, resources requested for UNOTIL in the present report are limited for the period up to December 2005 only. UNOTIL requirements for the period beyond the end of 2005 will be presented in a consolidated report containing the 2006 budget proposals for all special political missions.

4. A summary of resource requirements for UNOTIL and requirements by major components are presented in tables 1 and 2, respectively. Staffing requirements by level and category are presented in table 3.

5. The action requested of the General Assembly with respect to financing is set out in section III.

Table 1
Estimated cost of activities of the United Nations Office in Timor-Leste
(Thousands of United States dollars)

Total requirements for 2005	*Requirements to be met from existing appropriations under other political mission(s)*	*Net additional requirements*	*Period covered by this budget*	*Mandates and expiry dates*
1	*2*	*3 = (1-2)*	*4*	*5*
22 027.7	6 301.7	15 726.0	7.3 months (21 May to 31 December 2005)	Security Council resolution 1599 (2005) 20 May 2006 (expiry)

Table 2
Summary of requirements by major component
(Thousands of United States dollars)

Category of expenditure	*Requirements*	
	Total requirements	*Non-recurrent requirements*
I. Military and police personnel		
1. Military observers	444.6	—
2. Military contingent	—	—
3. Civilian police	1 658.4	—
Total, category I	**2 103.0**	**—**
II. Civilian personnel		
1. International staff	6 885.0	—
2. National staff	1 102.6	—
3. United Nations Volunteers	833.6	—
Total, category II	**8 821.1**	**—**
III. Operational costs		
1. General temporary assistance	3 050.8	—
2. Consultants and experts	190.4	—
3. Official travel	211.6	—
4. Facilities and infrastructure[a]	2 392.7	244.6
5. Ground transportation	560.7	—
6. Air transportation	2 568.6	—
7. Communications	989.8	66.8
8. Information technology	271.6	46.2
9. Medical	246.3	—
10. Other supplies, services and equipment	523.0	10.0
Total, category III	**11 005.5**	**367.6**
IV. Other programmes		
Public information programme	98.0	—
Total, category IV	**98.0**	**—**
Total	**22 027.7**	**367.6**

Table 3
Staffing requirements

	Professional category and above									*General Service and related categories*				*National staff*			
	USG	*ASG*	*D-2*	*D-1*	*P-5*	*P-4*	*P-3*	*P-2*	***Total***	*Field Service/ Security*	*Principal level*	*General Service*	***Total international***	*National Officer*	*Local level*	*United Nations Volunteers*	***Grand total***
United Nations Office in Timor-Leste																	
Existing (2005)	—	1	1	1	6	9	19	3	**40**	50	—	10	**100**	21	212	37	**370**
Proposed 2005	—	1	1	2	5	10	19	3	**41**	50	—	10	**101**	21	212	37	**371**
Change	**—**	**—**	**—**	**1**	**(1)**	**1**	**—**	**—**	**1**	**—**	**—**	**—**	**1**	**—**	**—**	**—**	**1**

II. United Nations Office in Timor-Leste

($22,027,700)

Introduction and background information

6. By its resolution 1599 (2005) of 28 April 2005, the Security Council decided, inter alia, to establish the United Nations Office in Timor-Leste (UNOTIL), which would remain in Timor-Leste until 20 May 2006, as a follow-on mission to the United Nations Mission of Support in East Timor (UNMISET), to carry out the following mandate:

(a) To support the development of critical State institutions through provision of up to 45 civilian advisers;

(b) To support further development of the police through provision of up to 40 police advisers, and support for development of the Border Patrol Unit, through provision of up to 35 additional advisers, 15 of whom may be military advisers;

(c) To provide training in observance of democratic governance and human rights through provision of up to 10 human rights officers;

(d) To monitor and review progress in (a) through (d) above.

7. The Council also requested that, when implementing its mandate, UNOTIL emphasize proper transfer of skills and knowledge in order to build the capacity of the public institutions of Timor-Leste to deliver their services in accordance with international principles of rule of law, justice, human rights, democratic governance, transparency, accountability, and professionalism. Additionally, the Council requested that UNOTIL be led by a Special Representative of the Secretary-General, who will direct the operations of the mission and coordinate all United Nations activities in Timor-Leste through his office, with due attention to safety of personnel, and facilitated by appropriate levels of logistics support, including transportation assets, such as air transport when necessary.

8. In paragraph 5 of the same resolution, the Council further requested that the Secretary-General deploy some of the advisers authorized in paragraph 2 (ii) of the resolution to assist the National Police of Timor-Leste in developing procedures for and in training the Border Patrol Unit and to assist the Timor-Leste Government in coordinating contacts with the Indonesian military, with the objective of transferring skills to the Unit to assume full responsibility for such coordination as soon as possible.

9. The objective, expected accomplishments and indicators of achievement of UNOTIL are presented below:

Objective: To support the development of critical State institutions, including police and the Border Patrol Unit, and provide training in observance of democratic governance and human rights

Expected accomplishments	*Indicators of achievement*	*Outputs*
1. Core State institutions with viable and sustainable administrative structures	1.1 Timorese counterparts in the finance and legal sectors are able to perform line functions, with international advisers undertaking mentoring duties only	• Training of Timorese legal officers across State institutions • Institutional capacity development work plans developed in conjunction with the Timorese institutions
	1.2 Adoption by the Government of Timor-Leste of organic laws and tertiary legislation in all ministries	• Training of Timorese civil servants to enhance self-sufficiency of State institutions • Draft legal frameworks, rules, regulations and operating procedures in the functional areas in which advisers are deployed • Regular advice and mentoring of Timor-Leste counterparts in critical public administration positions
2. Progress towards a functioning judicial system in Timor-Leste	2.1 Decrease in the backlog of cases and reduction in average defendants' wait for trial	• Training to national trainee judges, prosecutors and public defenders
	2.2 Availability of defence services for all detainees/indictees	• Regular mentoring and advice to court staff
	2.3 Successful completion of the first stage of theoretical training for court actors and nomination of probationary court actors	• Monitoring the functioning and decisions of the judicial system for consistency with human rights standards
	2.4 Organic law on Office of the Prosecutor General passed and established according to the Constitution	• Coordination with Government, and bilateral and multilateral donors to address institutional weaknesses within the judicial system and identify continued sources of support for the justice sector
	2.5 Legal profession recognized and properly regulated	• Assistance for the legislative establishment and implementation of the High Administrative, Tax and Audit Court
	2.6 Approval of the new Criminal and Criminal Procedure Codes by the National Parliament, in compliance with human rights standards	

Expected accomplishments	*Indicators of achievement*	*Outputs*
	2.7 Long-term strategy for enhancing community access to justice	
	2.8 High Administrative, Tax and Audit Court, with jurisdiction to monitor the lawfulness of public expenditures and to audit State accounts, and with other powers specified in article 129 of the Constitution, established	
	2.9 Medium-term institutional development programme formulated with the prospect of donor contributions for human resources development in the justice sector	
3. Professional and accountable National Police of Timor-Leste (PNTL)	3.1 Development of standard operating procedures and manuals for the specialized and other units of the National Police (PNTL)	• Training on policy, strategic planning, intelligence gathering, code of conduct, professional standards, disciplinary procedures and other operational as well as tactical (technical/professional) issues
	3.2 Specialized and other units are able to perform their tasks with competence and confidence	• Training and advice to special units of PNTL in dealing with transnational organized crime, investigations and forensics
	3.3 A pool of PNTL trainers to ensure professional continuity	• Assistance in formulating various standard operating procedures and manuals
		• Coordination with bilateral/ multilateral donors to avoid duplication and to complement their respective training efforts
		• Identification of sources for continued assistance to PNTL in areas requiring support

Expected accomplishments	*Indicators of achievement*	*Outputs*
4. Strengthened capacity of State institutions in protecting and promoting human rights and democratic governance	**4.1 A functioning Office of Provedor** **4.2 Completion by the Government of Timor-Leste of a Common Core Document and treaty specific documents fulfilling obligations under 7 human rights treaties** **4.3 Enactment of a National Human Rights Action Plan by the Government of Timor-Leste** **4.4 Improved application of human rights standards by law enforcement officials** **4.5 Increased human rights awareness in State policy and legislation-making**	• Support to the establishment of the Office of the Provedor for Human Rights and Justice • Assistance in preparing treaty reports under human rights treaties • Training of government officials responsible for human rights, including staff of the Office of the Human Rights Adviser to the Prime Minister, Office for the Promotion of Equality, Parliament, Ministry of Justice, Ministry of Foreign Affairs and Cooperation and Ministry of Education, and Capacity Development Coordination Unit • Specialized training for PNTL in human rights and assistance in relation to strengthening disciplinary/accountability systems • Monitoring the State's observance of democratic governance and human rights and preparation of reports to assist in the Government's formulation of policy in response to key human rights concerns • Training for human rights non-governmental organizations in monitoring human rights violations and documenting/tracking alleged human rights violations

External factors

10. The mission is expected to achieve its objectives provided that there is commitment on the part of the Government for a transparent and accountable public administration and independent judiciary, enactment of legal frameworks and rules and procedures for the functioning of key institutions of public administration and democratic governance and respect for human rights, and that bilateral and multilateral development partners continue to work with Timor-Leste State institutions.

Resource requirements

11. The resource requirements for UNOTIL for the period 21 May to 31 December 2005 amount to $22,027,700 net ($23,890,200) and would provide 15 military and 60 civilian police advisers ($2,103,000); staffing costs for 101 international positions, 233 national/local positions and 37 United Nations Volunteers, as reflected in table 3 above ($8,821,200); and operational costs, including general temporary assistance to cover the services of 45 other civilian advisers ($3,050,800), services of consultants ($190,400), official travel ($211,600), facilities and infrastructure requirements, such as, inter alia, rental of premises, utilities and fuel ($2,392,700), air and ground transportation ($3,129,300), communications ($989,800) and other logistical support, supplies and services ($1,138,900).

12. The change in the proposed staffing of UNOTIL includes the addition of one new P-4 position of Gender Adviser to assist local institutions and civil society in gender-related policies and programmes, and a reclassification of the P-5 position of the Chief of Staff to the D-1 level, taking into account the complexities of the responsibilities of the Chief of Staff.

13. After taking into account the utilization of the savings of $6,301,700 under UNAMIS to partially meet UNOTIL requirements, the net appropriation requested for UNOTIL for the period 21 May to 31 December 2005 amounts to $15,726,000 ($17,588,500 with staff assessment).

III. Action required from the General Assembly

14. **The General Assembly is requested to:**

(a) **Approve the budget for the United Nations Office in Timor-Leste for the period 21 May to 31 December 2005 as summarized in table 1 above;**

(b) **Appropriate $15,726,000 under section 3, Political affairs, and $1,862,500 under section 34, Staff assessment, to be offset by a corresponding amount under income section 1, Income from staff assessment, of the programme budget for the biennium 2004-2005.**